

**Commonwealth of Massachusetts
Executive Office of Public Safety & Security
Office of Grants & Research
Justice and Prevention Division**



**Violence Against Women Act
STOP Grant Program
FFY2017–2020 Implementation Plan**

**Charles Baker
Governor**

**Karyn Polito
Lieutenant Governor**

**Daniel Bennett
Secretary**

**Angela Davis
Executive Director**

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I. Introduction

The 2014–2016 Massachusetts Violence Against Women Act (VAWA) Services, Training, Officers, and Prosecutors (STOP) Implementation Plan submitted by the Executive Office of Public Safety and Security (EOPSS) advanced core services and fostered the development of specialized domestic violence, sexual assault, dating violence, and stalking service delivery across various systems throughout the Commonwealth. In building on this work, the priorities outlined in the Massachusetts 2017–2020 VAWA STOP Implementation Plan (henceforth known as Implementation Plan), as required by the Office of Violence Against Women (OVW), serves as a framework for how the STOP Grant funds will be allocated in accordance with the VAWA 2013 mandates to: (1) improve the criminal justice system’s response to domestic violence, sexual assault, dating violence, and stalking; and (2) enhance services for victims of intimate partner violence over the next four years.

The VAWA STOP Grant is a vital resource that supports a variety of specialized and innovative projects. These funds will enhance the Commonwealth’s provision of victim services, and the response from law enforcement and the court system, to victims of intimate partner violence. For example, funding enables public and private organizations to employ dedicated, well-trained staff to assist victims navigating the complex justice, human services, and compensation systems to overcome their victimization.

The EOPSS will continue to build upon the existing network of federal, state, and privately funded services, allowing for the development of new initiatives to address service gaps, and identify emerging issues impacting domestic violence, sexual assault, dating violence, and stalking victims to effectively administer funding in accordance with OVW priorities. The Implementation Plan will also continue to support programs that commit to collaborating with traditional and non-traditional community-based partners, including, but not limited to, faith-based organizations, intimate partner abuse education programs, child, adult and elder protection agencies, and educational institutions.

During the course of the Implementation Plan’s timeline, it is important to note that the priorities outlined may be subject to modification relating to changes in grant funding amounts and conditions set forth in federal awards issued to the EOPSS. Additionally, emerging trends have the potential to impact the goals and objectives identified. The EOPSS Office of Grants and Research will conduct an annual review of the Implementation Plan to ensure all outlined priorities are met or adjusted accordingly.

A. Key Findings from Domestic and Sexual Assault Related Assessments

To identify key service gaps and create a strategic plan to address these gaps, numerous state-specific resources provided the foundation for this Implementation Plan. Primary resources included assessments and reports published by the EOPSS; the Massachusetts Department of Public Health; the Massachusetts Office for Victim Assistance; the Executive Office of Health and Human Services; the Governor’s Council to Address Sexual and Domestic Violence; and Jane Doe Inc., the Massachusetts Coalition Against Sexual and Domestic Violence. With this

information, the state analyzed findings to identify goals and objectives to respond to the needs and gaps in service delivery.

The following are areas of need related to domestic violence, sexual assault, dating violence, and stalking in the Commonwealth:

- Shelter beds and community-based services (including services for elder victims);
- Legal counseling and representation, including applications for restraining orders and assistance with family law matters (particularly for refugee and immigrant victims);
- Linguistic and culturally appropriate services for victims with limited English proficiency;
- Trauma sensitive services for victims with mental health issues;
- Accessible services (physical, cultural, audio/visual, American Sign Language) for D/deaf and hard of hearing victims and for victims with disabilities;
- Services for children impacted by sexual and/or domestic violence;
- Economic advocacy and opportunities for rural victims;
- Teen dating violence prevention and intervention services;
- Services for victims who identify as gay, lesbian, bisexual, queer/questioning or transgender (LGBQ/T);
- Training for law enforcement, court personnel and judicial staff regarding domestic violence, sexual assault, stalking and dating violence;
- Training of law enforcement, judiciary and probation around identifying and understanding risk factors so as to improve the respective systems' response to these high-risk cases;
- Increase access to services (such as providing adequate transportation services) in rural areas or where there are current gaps, for victims of domestic violence and/or sexual assault that are provided by community-based domestic violence and sexual assault programs; and
- Increase cross training, cross referral and coordination between child, adult, and elder protective services, and sexual assault and domestic violence programs.

B. Approved Plan Date

This 2017–2020 Implementation Plan was approved by Daniel Bennett, Secretary of Public Safety, on behalf of the Commonwealth of Massachusetts, on March 22, 2017.

C. Time Period Covered by the Plan

This four-year Implementation Plan outlines the needs and funding priorities of the Commonwealth to support the next competitive VAWA STOP funding cycle from January 1, 2018 through December 31, 2021.

II. Description of Planning Process

A. Brief Description of Planning Process

As the State Administering Agency for the VAWA STOP funds, the EOPSS, Office of Grants and Research guided a four-phase planning process:

Phase 1

- a. The EOPSS, Office of Grants and Research staff reviewed the 2014–2016 VAWA STOP Implementation Plan and identified potential stakeholders for inclusion and drafting of the new 2017–2020 Implementation Plan.
- b. Selected committee members received an invitation from the EOPSS to participate in this process which outlined the following responsibilities:
 - Review of the former 2014–2016 VAWA STOP Implementation Plan;
 - Provide feedback and recommendations for the 2017–2020 draft Implementation Plan developed by EOPSS staff;
 - Participate in one or more reconciliation conference calls regarding plan revisions; and
 - Submit final comments on the 2017–2020 Implementation Plan for EOPSS Secretariat approval.

Phase 2

- a. Consultation with domestic and sexual violence service providers, tribes, law enforcement, prosecutors, and court officials. This review provided an opportunity to assess service needs and gaps, and develop priority recommendations.
- b. Review and assessment of literature related to Massachusetts state and local agency domestic violence and sexual assault type reports.

The state of Massachusetts has two federally recognized tribes, the Mashpee Wampanoag Tribe, and the Wampanoag Tribe of Gay Head (Aquinnah). In addition, Massachusetts has one state recognized tribe, the Nipmuc Nation.

At the onset of the planning process, all federal and state recognized tribes were contacted by EOPSS staff via phone and email to solicit and encourage their participation in the Advisory Committee in an effort to include the needs of the Commonwealth's tribal populations. Out of the three state and federally recognized tribes, we only received a response from the Mashpee Wampanoag Tribe, who ultimately agreed to participate in the Advisory Committee. Although the Wampanoag Tribe of Gay Head and the Nipmuc Nation did not participate in the planning process, the VAWA grants team is dedicated to the ongoing building and nurturing of these relationships, and will continue to develop meaningful and collaborative partnerships with these tribes.

Phase 3

- a. Final draft Implementation Plan submitted to the Secretary of EOPSS for approval.
- b. Approved Implementation Plan sent to Advisory Committee Members and posted on the EOPSS website for public review and comment.

The activities conducted within these phases ensure that the development of the Implementation Plan is reflective of the needs of: (1) domestic violence, sexual assault, dating violence, and stalking service providers; (2) state and local units of government; and, most importantly, (3) victims and survivors. Furthermore, integrating findings from domestic violence and sexual assault reports produced by state and local agencies ensures the priorities outlined in the Implementation Plan build upon current service delivery needs and to respond to emergent trends developing throughout the Commonwealth.

Additionally, non-profit and non-governmental victim service providers, including culturally specific organizations, participated throughout the development of the Implementation Plan. Their invaluable input is critical to assure that the needs of all survivors are appropriately represented and service gaps specific to vulnerable populations were identified.

B. Documentation from the Advisory Committee

Stakeholders from the EOPSS Implementation Advisory Committee represent the following agencies:

- Babson College
- Boston Area Rape Crisis Center
- Domestic Violence Services Network, Inc.
- Executive Office of the Trial Court
- Governor’s Council to Address Sexual Assault and Domestic Violence
- Jane Doe Inc., Massachusetts Coalition Against Sexual Assault and Domestic Violence
- Mashpee Wampanoag Tribe
- Massachusetts Department of Children and Families
- Massachusetts Department of Public Health
- Massachusetts Department of Transitional Assistance
- Massachusetts Disabled Persons Protection Commission
- Massachusetts District Attorneys Association
- Massachusetts Office for Victim Assistance
- Maynard Police Department
- The Network/La Red
- YWCA Malden

Appendix A provides a complete list of the Commonwealth’s 2017–2020 Implementation Plan advisors. **Appendix B** contains the documentation from each member of the Advisory Committee outlining their participation in the planning process.

C. Summary of Major Concerns

The majority of feedback regarding the plan came from the planning committee, although we disbursed the plan through multiple mechanisms (i.e. the plan was disseminated to not only the planning committee, but also to the statewide domestic and sexual violence funders grantee network, as well as the FFY16 VAWA STOP subgrantees (see **Appendix D**). In addition, the plan was posted for public review and/or comment on our agency website. Aside from distributing the plan electronically, we did not convene any additional working groups with agencies who were not members of the planning committee. Unfortunately, there was minimal feedback from victim service agencies regarding the plan, aside from their concerns for underserved populations being met. Moving forward, we will make a concerted effort to solicit feedback through focus groups and community meetings to ensure that all populations have an opportunity to review and voice their questions and/or concerns.

Based on the feedback received from the planning committee, along with our data analysis, we concluded that LGBTQ/T individuals and Black women have unique needs that are not being met with existing services in the Commonwealth. This aforementioned data shows that these populations are at the greatest risk for victimization, and can be found on pages 11-13.

The following is a summary of these concerns that and how they were addressed in the Implementation Plan:

- 1. Include prevention programs to address domestic violence, sexual assault, dating violence and stalking:** This primary need was addressed by creating Goal 4: Strengthen the Commonwealth's capacity to reduce or prevent intimate partner violence and related fatalities, and hold offenders accountable; and including objective 5(d) within Goal 5: Increase statewide training and capacity building to programs providing domestic and sexual violence, dating violence and/or stalking services, and criminal justice agencies to enhance their response to violence against women issues. Over the next four years, we intend on conducting further assessments on what 'prevention' would look like for our state and which specific areas of need can be identified moving forward.
- 2. Address underserved populations within the plan, specifically Black women, and LGBTQ/T survivors:** While all of our goals are based on developing and or improving services– we further incorporated objectives to address these populations. Specifically objective 2(a) within Goal 2: Enhance and expand the Commonwealth's victim services systems to respond to the identified needs of underserved and/or marginalized victims of domestic violence, sexual assault, dating violence, and/or stalking; and objectives 3(a) and 3(b) within Goal 3: Improve the Commonwealth's linguistic and culturally appropriate services for persons with limited English proficiency and underserved culturally specific victims of domestic violence, sexual assault, dating violence, and stalking. Culturally specific organizations are those serving racial and ethnic minority groups as defined in the Public Health Service Act at 42 U.S.C. 300u-6(g) (i.e., American Indians including Alaska Natives, Eskimos, and Aleuts; Asian Americans; Native Hawaiians and other Pacific Islanders; Blacks; and Hispanics. Hispanic" is defined as an

individual whose origin is Mexican, Puerto Rican, Cuban, Central or South American, or any other Spanish-speaking country).

D. Coordination with FVPSA, RPE, SASP, and VOCA

As funders of domestic violence and sexual assault programs and initiatives, the VAWA Administrator and Grant Manager regularly meet with various state agencies to ensure collective communication to (1) help identify gaps in services and, best practices and innovations; (2) problem solve; (3) provide technical assistance; (4) evaluate programs and policies; and (5) share information. The state funders' group includes administrators for the Family Violence Prevention and Services Act, the Rape Prevention Education Program, the Sexual Assault Services Program, and the Victims of Crime Act Program. These strong collaborations and partnerships have identified areas where the VAWA STOP Grant Program can enhance service delivery to victims and survivors of domestic violence, sexual assault, dating violence, and stalking.

III. Needs and Context

A. Data and brief description of the State's population demographics and geographical information.

Demographics Overview

The Commonwealth of Massachusetts has 6,794,422 residents living in 351 cities and towns¹. The 351 cities and towns vary in population ranging from cities such as Boston, Worcester, and Springfield to small rural towns with only several hundred residents such as Gosnold and Monroe. Based on this size diversity, the average number of persons per square mile is 839.4.

SUBJECT	NUMBER	PERCENTAGE
Total Population (2015 Estimate)	6,794,422	100.0%
Sex and Age		
Female		51.5%
Male		48.5%
18 years and under		20.4%
Under 5 years		05.4%
65 years and over		15.4%
Race and Hispanic Origin		
White Alone		82.1%
Black or African American Alone		8.40%

¹ Census QuickFacts data are derived from: Population Estimates, American Community Survey, Census of Population and Housing, Current Population Survey, Small Area Health Insurance Estimates, Small Area Income and Poverty Estimates, State and County Housing Unit Estimates, County Business Patterns, Nonemployer Statistics, Economic Census, Survey of Business Owners, Building Permits.
<http://www.census.gov/quickfacts/table/PST045216/25> Retrieved 1/18/17.

American Indian and Alaskan Native	0.50%
Asian	6.60%
Native Hawaiian or Pacific Islander	0.01%
Hispanic or Latino	11.2%
Two or More Races	02.3%
Educational Attainment	
High school graduate or higher	89.8%
Bachelor's degree or higher	40.5%
Language Spoken at Home	
Language other than English	22.5%
Median Family Income (dollars)	
	\$68,563

POPULATION CONCENTRATIONS: American Community Survey 2013–2015²

Black residents:

20+%	Boston (largest number in Dorchester), Brockton, Randolph
10-19.99%	Avon, Cambridge, Chicopee, Everett, Malden, Springfield, Stoughton, Worcester
8-9.99%	Holbrook, Lynn, Milton
5-7.99%	Bridgewater, Canton, Chatham, Dedham, Florida, Framingham, Harvard, Lowell, Medford, New Bedford, Norfolk, Oak Bluffs, Pittsfield, Shirley, Somerville, Waltham, Wendell, West Boylston

Largest numbers of Black residents reside in Boston (highest in Dorchester), Springfield Worcester, and Cambridge.

Hispanic residents:

20+%	Chelsea, Everett, Fitchburg, Holyoke, Lawrence, Lynn, Revere, Southbridge, Springfield, Worcester
10-19.99%	Boston, Clinton, Framingham, Great Barrington, Haverhill, Leominster, Lowell, Methuen, New Bedford, Salem, Shirley, Somerville, Waltham, Westborough,
8-9.99%	Cambridge, Holbrook, Malden, Middleton, Northborough, Paxton, Pelham, West Springfield
5-7.99%	Amherst, Athol, Attleboro, Dedham, Gardner, Greenfield, Lincoln, North Andover, Northampton, Peabody, Pittsfield, Russell, Saugus, Taunton, Watertown, West Boylston, Winthrop, Woburn, Worcester

Asian/Pacific Islander Residents:

20+%	Lexington, Quincy
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² SDV Procurement Data in Commbuys. Massachusetts Department of Public Health, Office of Statistics and Evaluation (2016, October). 2013–2015 Massachusetts Behavioral Risk Factor Surveillance System (MA BRFSS) data. The MA BRFSS is administered by the Health Survey Program, Office of Data Management and Outcomes Assessment, DPH.

10-19.99%	Acton, Amherst, Andover, Bedford, Belmont, Boxborough, Brookline, Burlington, Cambridge, Lowell, Malden, Newton, Randolph, Sharon, Shrewsbury, Southborough, Waltham, Wayland, Wellesley, Westborough, Westford, Weston, Winchester
8-9.99%	Arlington, Boston, Braintree, Chelmsford, Grafton, Somerville,
5-7.99%	Ashland, Carlisle, Concord, Dover, Framingham, Lincoln, Longmeadow, Medford, Middleton, Natick, Needham, North Andover, Northampton, Revere, Sherborn, Sudbury, Sunderland, Tyngsborough, Watertown, Westwood, Weymouth

*Immigrants*³: The largest populations of immigrant residents are in the following areas: Boston, Waltham/Arlington, Worcester, Somerville/Everett, Malden/Medford, Lawrence/Methuen, Revere/Chelsea, Lowell, Newton/Brookline, Lynn/Saugus, Cambridge, New Bedford/Dartmouth, Fall River/Somerset, Framingham/Natick. Fifty percent of immigrants in Massachusetts live in these metro areas. Emerging immigrant communities are located in Hampshire, Hampden, Barnstable, Plymouth, and Berkshire counties.

Languages: The most common languages in Massachusetts include: English, Spanish, Portuguese, Chinese, Cape Verdean Creole, Khmer, Haitian Creole, Vietnamese, Russian, Arabic, and Korean⁴. Spoken foreign languages in MA that are emerging and/or are underserved include: Somali, French, Arabic and indigenous Central American languages⁵.

Native American/American Indian residents:

According to the most recent available census data, 33,972 people in the state identified themselves as American Indian/Alaska Native (see footnote 1, page 7). A large majority live in central and eastern Massachusetts, including cities and towns with large Native populations such as Boston, Worcester, New Bedford, Lawrence, Brockton, Mashpee, Cambridge, Lynn, Lowell, Barnstable, and Fall River; in recent years Springfield has seen a burgeoning Native population as well⁶.

The state is currently home to 11 federally-recognized, state-recognized and/or historically acknowledged tribes: Aquinnah Wampanoag; Assonet Band of Wampanoag; Mashpee Wampanoag; Pocasset Wampanoag; Nipmuc Nation; Chappaquiddick Wampanoag; Natick Nipmuc; Herring Pond Wampanoag; Massachusetts at Ponkapoag; Seaconke Wampanoag; and Chaubunagungamaug Nipmuck.

³ Clayton-Matthews, A., Watanabe, P. (2012). MA immigrants by the numbers: second edition demographic variable and economic footprint. Institute for Asian American Studies Publication. Boston, MA: UMass Boston. http://scholarworks.umb.edu/cgi/viewcontent.cgi?article=1027&context=iaas_pubs

⁴ <http://www.mass.gov/eohhs/docs/dph/health-equity/05-06-flne-report.pdf>

⁵ Freiwirth, J. (2016).

⁶ Cedric Woods, J. et al. (2014). Honoring, Strengthening and Empowering Native Women: Addressing Violence Against Women in Massachusetts Native Communities through Research, Dialogue and Collaboration. Received by J. Cedric Woods, 25 Apr. 2017.

B. Demographic data on the distribution of underserved populations within the state.

The data below demonstrates that the populations that experience the highest rates or poorest outcomes from sexual and domestic violence are: (1) individuals with disabilities; (2) Black women; (3) immigrants; and (4) LGBTQ/T individuals.

Individuals with Disabilities

Table 1: Massachusetts Statistics on the Prevalence of Intimate Partner Violence (IPV) and Sexual Violence (SV) by Disability Status from the 2005 CDC Behavioral Risk Factor Surveillance System Annual Report⁷

Type of Victimization and Gender of Respondent	Individuals with disabilities	Individuals without Disabilities
IPV men and women	28.5%	15.4%
IPV women	37.3%	20.6%
SV women in MA	26.6%	12.4%
SV men in MA	13.9%	3.7%
National rate of reported rape and sexual assault in the prior year 2014 ⁸	2.8%	1.8%

Percentage of MA population 2014⁹: 11.6% identify as having a disability

Where Population is Concentrated:

The cities and towns with the highest numbers of people with disabilities are¹⁰:

72,000+	Boston
25,000+	Springfield, Worcester
12-17,000	Brockton, Fall River, Lawrence, Lowell, Lynn, New Bedford
7-9,000	Quincy, Haverhill, Framingham, Cambridge, Pittsfield, Peabody.

Western Massachusetts was identified as a region with high need for sexual and domestic violence (SDV) services by the Disabled Persons Protection Commission, the Department of Developmental Services, and by a D/deaf and Hard of Hearing RFR focus group in the report: *“Voices of Survivors, Providers and Stakeholders: Findings and Recommendations”¹¹*.

⁷ Massachusetts Department of Public Health, Office of Statistics and Evaluation analysis of CDC 2005 BRFSS data. http://www.cdc.gov/brfss/annual_data/annual_2005.htm

⁸ Harrel, E. (2011). Crimes against persons with disabilities, 2008-2010 statistical tables. US Dept. of Justice. <https://www.bjs.gov/content/pub/pdf/capd10st.pdf>

⁹ MA Rehabilitation Commission (2016).

¹⁰ SDV Procurement Data on Commbuys. Massachusetts Department of Public Health, Office of Statistics and Evaluation (2016, October). 2013–2015 MA BRFSS data.

¹¹ Freiwirth, J. (2016). Voices of Survivors, Providers and Stakeholders: Findings and Recommendations, in Commbuys [file:///C:/Users/Judy%20Freiwirth/Downloads/READ%20DPH%20Voices%20Final%20Report-1%20\(2\).pdf](file:///C:/Users/Judy%20Freiwirth/Downloads/READ%20DPH%20Voices%20Final%20Report-1%20(2).pdf)

Race, Ethnicity, and Immigration

Table 2: National Statistics on Intimate Partner Violence and Sexual Violence by Race-Ethnicity from the National Crime Victimization Survey

Race/Ethnicity	Nonfatal IPV National 2002-2013 rate per 100,00 ¹²	Sexual Violence National 2005-2010 rate per 100,00 ¹³
Black	4.7	2.8
Hispanic	2.8	1.4
White	3.9	2.2
American Indian/Alaskan Native	(included in the “Other Race” category)	4.5
Asians/Pacific Islanders	(included in the “Other Race” category)	0.7
Other Race	2.3	N/A
Two or More Races	16.5	5.1

Table 3: Risk of IPV Homicide by Race-Ethnicity and Immigrant Status among Massachusetts Residents, 1997-2007¹⁴

	Risk of IPV homicide compared to non- Black/Hispanic/Immigrant victims of IPV
Black	4x
Hispanic	3x
Immigrant/Foreign Born	2x

Lesbian, Gay, Bisexual, Queer/Questioning, and Transgender

We know that sexual violence affects every demographic and every community – including lesbian, gay, bisexual, queer/questioning, and transgender people. According to the Centers for Disease Control and Prevention (CDC), lesbian, gay and bisexual people experience sexual violence at similar or higher rates than heterosexuals.¹⁵ The National Coalition of Anti-Violence Projects (NCAVP) estimates that nearly one in ten LGBTQ/T survivors of intimate partner violence (IPV) has experienced sexual assault from those partners. Studies suggest that around half of transgender people and bisexual women will experience sexual violence at some point in their lifetimes.¹⁶

Studies documenting domestic violence in LGBTQ/T communities unfortunately remain relatively scarce. Given this, in 2016, numerous focus groups were held by the Department of Public

¹² Truman, J. & Morgan, R. (2014).

¹³ Planty, M. & Langton, L. (2013).

¹⁴ Chen, I (2011). Chronological and comparative trends in intimate partner homicide: Massachusetts 2003-2009. Yale University: New Haven, CT.

¹⁵ https://www.cdc.gov/violenceprevention/pdf/cdc_nisvs_victimization_final-a.pdf

¹⁶ <https://www.hrc.org/resources/sexual-assault-and-the-lgbt-community>

Health in preparation for their competitive procurement process. LGBTQ/T survivors were identified in numerous focus groups and provider sessions as one of the key marginalized groups for sexual and domestic violence services. LGBTQ/T providers, survivors and stakeholders were asked what meaningful access meant for them. Below, LGBTQ/T survivors cited the specific challenges they have had in accessing services¹⁷:

‘The experience of accessing DV services isn’t safe. I have PTSD from assessing DV services.... They [domestic violence program] talk to you for 30 minutes to see if you’re a “good enough victim” even just to talk to you on the hotline. [Another program] makes you wait for two clinicians to be available to make sure you’ve never been abusive. So you have to jump through those hoops, and it is a big turn off for me.’

“Not just the LGBT community experience domestic violence, also transgender people. For me as a transwoman and a lesbian, I have seen friends of mine who are lesbians where the police go to their house and the two women are blown over as just being a squabble as opposed to a straight couple. It is similar for trans people; if a transman is in a relationship with a transwoman, they are treated similarly to a cis woman and cis man, but two lesbians or two transwomen are treated as if it’s just a squabble or mutual. We have this political chorus of what domestic violence should look like and shouldn’t look like and we have to change that.”

“Having a designated [LGBT] liaison or expert...doesn’t sit right with me. We have to change the entire culture of the agencies, it can’t just be one person in the agency who’s LGBT and it’s not good enough. Because we have a tendency if we don’t understand someone we make them the other and we can’t afford to do that.”

Massachusetts is comprised of a diverse landscape of populations, varying across the cities and towns throughout the state. Service providers strive to meet the needs of victims, with hopes to ensure that all survivors receive domestic violence, sexual assault, dating violence, and stalking services. There are approximately 35 domestic violence programs throughout the state, in addition to three statewide organizations and 11 transitional living programs. Despite the multitude of services, there are still pockets of underserved communities which the EOPSS aims to support.

C. State/Territory criminal justice and court data pertaining to domestic violence, sexual assault, dating violence and stalking (e.g., incidence of sexual assault, domestic violence-related crimes, violations of protection orders, domestic violence homicides, stalking, dual arrests; issuance of ex parte and final domestic violence, dating violence, and sexual assault protection orders, and stalking orders).

Domestic Violence Crime Statistics

The true scope of domestic violence in Massachusetts cannot be fully measured. This is attributable in large part to the absence of an individual tool or system for tracking all criminal

¹⁷ Freiwirth, J. (2016) The Voices of Providers, Survivors, and Stakeholders: Findings and Recommendations. For the Department of Public Health’s Sexual and Domestic Violence RFR Procurement Process.
www.bidnet.com/bneattachments/?/420552586.pdf

charges specific to domestic violence related incidents which results in underestimating the number of incidents and limited crime data about the nature and context of domestic violence related incidents. For purposes of this report, the statistics contained in this section represent aspects of domestic violence related crime as collected by the FBI’s National Incident-Based Reporting System (NIBRS) and Uniform Crime Reports (UCR). It is important to note that not all incidences of sexual and domestic violence are reported to law enforcement. Therefore, this data may not necessarily reflect a thorough depiction of the problem.

Furthermore, crime data is even more likely to be underreported in communities where large immigrant populations have settled. Victims from refugee and immigrant populations may under-report domestic violence incidents to law enforcement for a variety of reasons (e.g., lack of a relationship between law enforcement and local communities, language barrier, fear of deportation, and experiences with law enforcement in their native countries). The lack of data specific to cultural communities hinders the ability to truly understand the prevalence of domestic violence within these specific underserved populations.

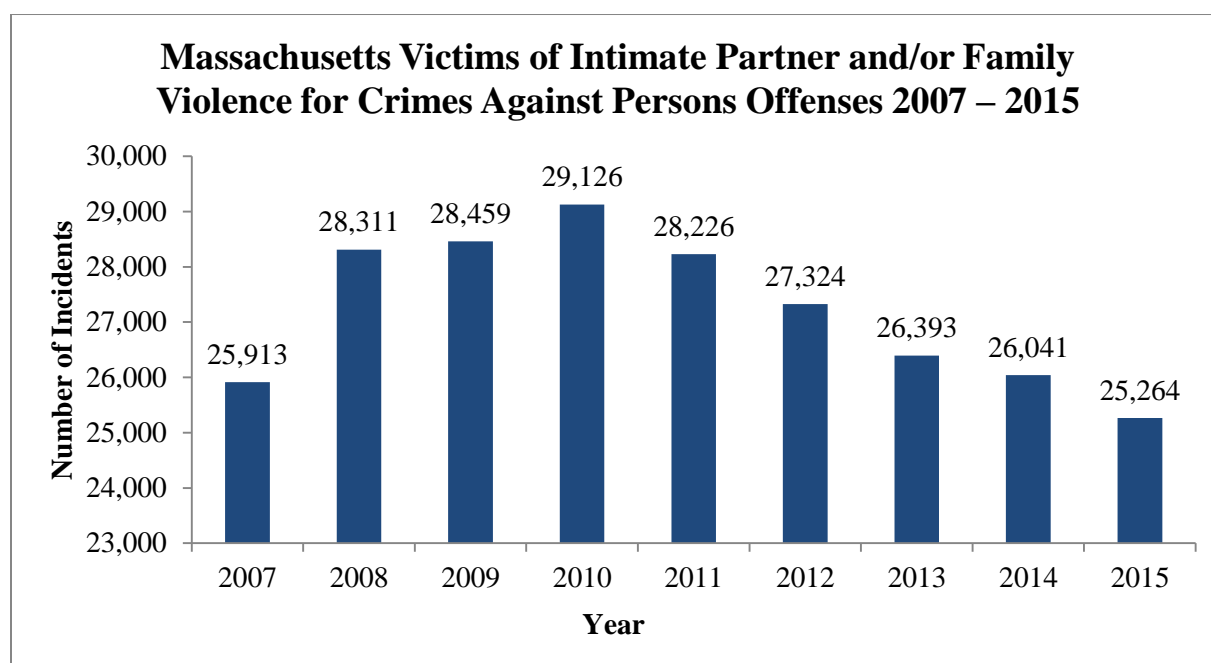


Figure 1: Data extracted from a private, law enforcement database, Massachusetts State Police Crime Reporting Unit, CrimeSOLV, on 02/25/2017.

Crimes Against Persons Involving An Intimate Partner or Family Member

Per data reported by approximately 86% of Massachusetts police departments to NIBRS, from 2007 to 2015 there were a total of 245,057 victims of “crimes against persons” where the perpetrator was an intimate partner or family member.¹⁸ There was a 13.26% decrease from the

¹⁸ “Crimes against persons” include the follow thirteen types of offenses: murder and non-negligent manslaughter; negligent manslaughter; justifiable homicide; aggravated assault; simple assault; intimidation;

peak of 29,126 victims in 2010 to 25,264 victims in 2015, and a 3% decline in the one-year period from 2014 to 2015 (Figure 1, above).

When broken down by individual “crimes against persons” offenses, the data show that from 2007 to 2015 aggravated and simple assaults accounted for 85% of all such offenses committed by an intimate partner and/or family member. Incest, statutory rape, rape, sodomy, sexual assault with an object, and fondling accounted for a combined 3% of offenses committed by an intimate partner and/or family member.

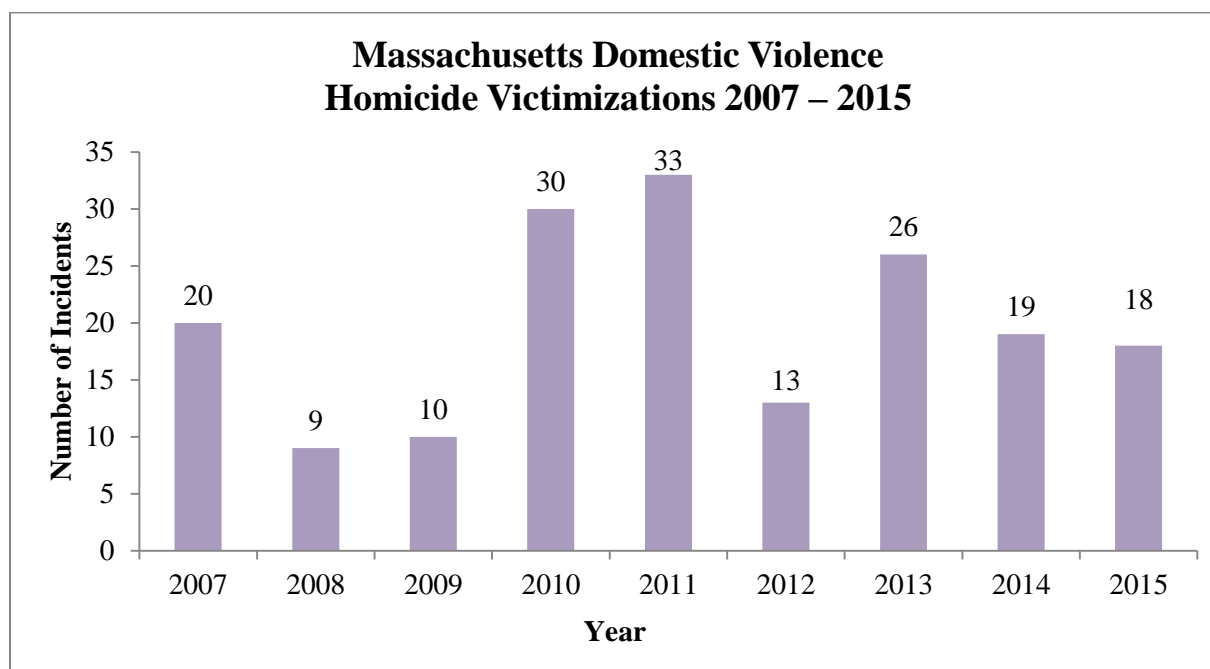


Figure 2: Data provided to the Research and Policy Analysis Division, Office of Grants and Research, by the Data Information Manager at the EOPSS on 01/10/2017.

Domestic Violence Fatalities

Per the UCR Supplemental Homicide Reports, between 2007 and 2015, a total of 178 individuals were murdered in Massachusetts by intimate partners and/or family members.¹⁹ The number of homicides resulting from domestic violence over this period has fluctuated, from a low of nine victims in 2008 to a peak of 33 victims in 2011 (Figure 2, above).

In addition to the UCR homicide data for Massachusetts, Jane Doe Inc. (JDI)²⁰ tracks fatalities resulting from domestic violence incidents. For calendar year 2015, JDI reported that a total of 18 individuals were murdered during domestic violence incidents.

kidnapping/abduction; incest; statutory rape; forcible rape; forcible sodomy; sexual assault with an object; and forcible fondling.

¹⁹ This figure includes only those cases where the victim – offender relationship was known.

²⁰ The Massachusetts Statewide Coalition Against Sexual Assault and Domestic Violence. JDI identifies cases of domestic violence homicide in Massachusetts through a combination of media reports, alerts from JDI members, and notification by the district attorneys’ offices. <http://www.janedoe.org/>

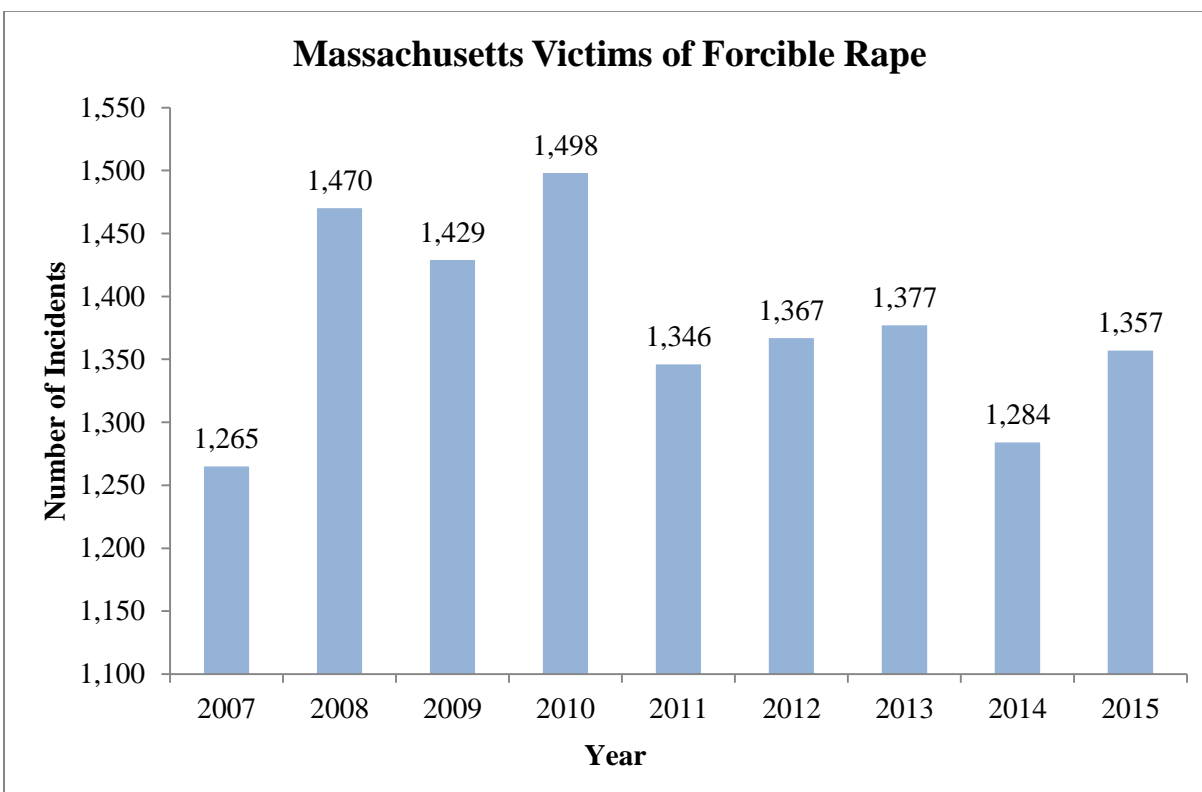


Figure 3. Data extracted from a private, law enforcement database, Massachusetts State Police Crime Reporting Unit, CrimeSOLV, on 02/25/2017.

Sexual Violence Statistics

The graph above and information below represent aspects of sexual violence related crime data as reported to the FBI's UCR and NIBRS. According to NIBRS data submitted to the Massachusetts State Police,²¹ there were a total of 12,393 incidents of rape from 2007 to 2015. Incidents of rape decreased 10% in 2015 from the peak of 1,498 victimizations in 2010. However, there was a 6% increase in the one-year period from 2014 to 2015 (Figure 3, above).

²¹ This data does not include victimizations that occurred in the cities of Boston and Lawrence as they do not submit NIBRS data to the Massachusetts State Police Crime Reporting Unit. The Boston police department submits UCR data. Only NIBRS data captures details on each single crime incident—as well as separate offenses within the same incident—including information on victims, known offenders, relationships between victims and offenders, arrestees, and property involved in the crimes.

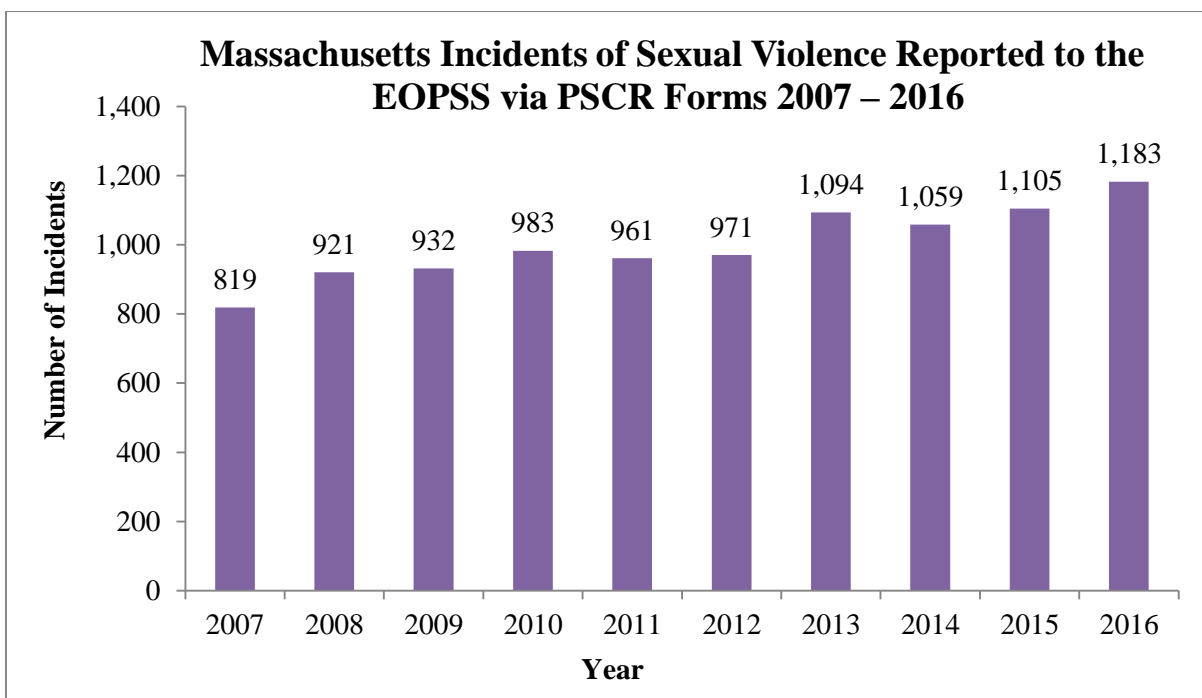


Figure 4. Data extracted from the EOPSS PSCR database on 01/12/2017.

Beginning in 1999, Massachusetts instituted a separate crime reporting tool (*Massachusetts Provider Sexual Crime Report*) in an effort to capture the nature and characteristics of rape and sexual assault in Massachusetts. The *Provider Sexual Crime Report* (PSCR) was implemented to collect information about rapes and sexual assaults of victims who seek medical treatment. Massachusetts General Law c.112 §12 ½ requires medical providers who treat rape or sexual assault victims to report details of the crime to local law enforcement and to the EOPSS. According to the EOPSS PSCR database, during 2007–2016 providers reported 10,028 incidents where victims sought treatment at a medical facility as a result of a rape or sexual assault (Figure 4, above).

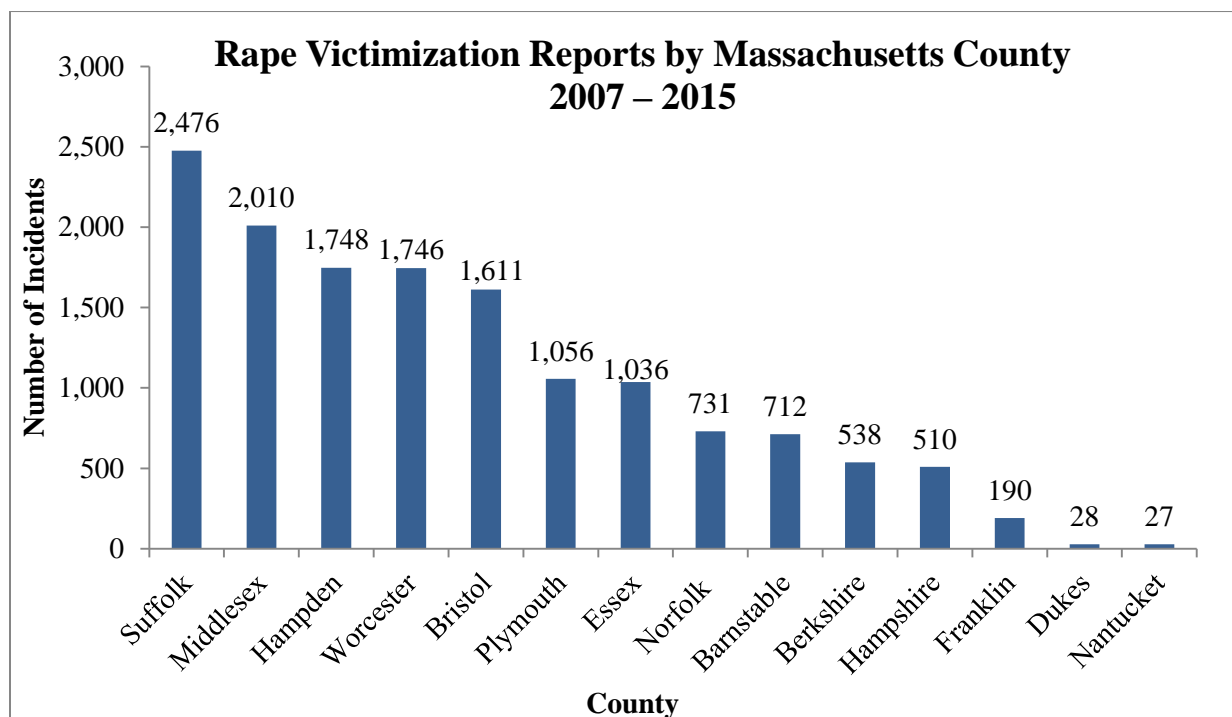


Figure 5. Data extracted from a private, law enforcement database, Massachusetts State Police Crime Reporting Unit, CrimeSOLV, on 02/25/2017

From 2007 to 2015, Suffolk County²² had the highest number of forcible rapes in Massachusetts, 2,476 (17%), followed by Middlesex (2,010) and Hampden (1,748) counties, representing 14% and 12% of the total number of forcible rapes respectively. Please note that Figure 5 (above), shows counts of rape in Massachusetts and therefore cannot be used to compare one county to the next as these figures do not control for population.²³

²² The number of rape victimizations for Suffolk County is obtained from NIBRS reporting via CrimeSOLV, a private, law enforcement database for all towns, excluding Boston. Boston rape victimization data is obtained from the FBI Uniform Crime Reports, 2006–2015, Table 8 (Offenses Known to Law Enforcement).

²³ The rape victimization data from Essex County excludes the city of Lawrence because crime data is not reported to NIBRS and the Uniform Crime Report.

IV. Plan Priorities and Approaches

A. Identified Goals

The 2017–2020 Implementation Plan goals and objectives outlined in the section below were developed by the planning process results, coordination with other state and federal funding streams, data outlined in Section III: Needs and Context, and former implementation plans.

Goal 1: Increase the capacity of the Commonwealth’s criminal justice and victim services systems to respond to domestic violence, sexual assault, dating violence, and stalking.

Objectives

1(a). Fund state and tribal courts to continue to sustain, develop, restore and/or expand court services addressing domestic violence, sexual assault, dating violence, and stalking.

1(b). Fund law enforcement agencies to support hiring specially trained civilian advocates to work directly with victims of domestic violence, sexual assault, dating violence, and stalking.

1(c). Fund law enforcement detectives and/or investigators to conduct follow-up investigations of domestic violence, sexual assault, dating violence, and/or stalking cases.

1(d). Fund victim service providers to maintain and/or enhance core domestic and sexual violence services.

1(e). Fund the Massachusetts Department of Public Health, Sexual Assault Nurse Examiner (SANE) program to continue to enhance forensic medical services for victims of sexual assault.

Goal 2: Enhance and expand the Commonwealth’s victim services systems to respond to the identified needs of underserved and/or marginalized victims of domestic violence, sexual assault, dating violence, and/or stalking.

Objectives

2(a). Fund domestic violence and sexual assault service providers to address the needs of, but not limited to, the homeless, elderly, mentally ill, sexually exploited, immigrants, gay, lesbian, bi-sexual, queer/questioning, transgender, adolescent, tribal, Black women, D/deaf and hard of hearing, and individuals with disabilities.

2(b). Fund sexual assault service providers to develop and/or implement programs providing services to address sexual assault against men, women, and youth in correctional and detention settings.

Goal 3: Improve the Commonwealth’s linguistic and culturally appropriate services for persons with limited English proficiency and underserved culturally specific victims of domestic

violence, sexual assault, dating violence, and stalking.²⁴ Culturally specific organizations are those serving racial and ethnic minority groups as defined in the Public Health Service Act at 42 U.S.C. 300u-6(g) (i.e., American Indians including Alaska Natives, Eskimos, and Aleuts; Asian Americans; Native Hawaiians and other Pacific Islanders; Blacks; and Hispanics. Hispanic" is defined as an individual whose origin is Mexican, Puerto Rican, Cuban, Central or South American, or any other Spanish-speaking country).

Objectives

3(a). Fund select culturally specific community-based programs to respond to the needs of limited English proficient and underserved culturally specific victims of domestic violence, sexual assault, dating violence, and stalking.

3(b). Fund select culturally specific community-based programs to collaborate with domestic and/or sexual violence service providers, with a history of providing services to sexual assault, domestic violence, or stalking victims in developing its capacity to provide services to persons with limited English proficiency and underserved culturally specific victims of domestic violence, sexual assault, dating violence, and stalking.

Goal 4: Strengthen the Commonwealth's capacity to reduce or prevent intimate partner violence and related fatalities, and hold offenders accountable.

Objectives

4(a). Fund prosecution entities to support hiring specialized victim witness advocates and/or prosecutors dedicated to handling domestic violence, sexual assault, and stalking cases.

4(b). Fund prosecution entities to develop and/or participate in high-risk and/or sexual assault response teams, in coordination with a local victim service program and/or law enforcement agency.

4(c). Fund law enforcement agencies to allow officers to participate in high-risk and/or sexual assault response teams, in coordination with a community-based sexual and/or domestic violence service provider and/or district attorney's office.

4(d). Fund domestic violence service providers to develop and/or participate in high-risk and/or sexual assault response teams, in coordination with law enforcement and/or district attorney's office.

Goal 5: Increase statewide training and capacity building to programs providing domestic and sexual violence, dating violence and/or stalking services, and criminal justice agencies to enhance their response to violence against women issues.

²⁴ The 2013 reauthorization of the Violence Against Women Act requires states to allocate 10 % of funds within the Victim Service category for culturally specific community-based organizations providing services to domestic violence, sexual assault, and stalking victims.

Objectives

5(a). Support the *Violence Against Women Training and Policy Institute* in the continuation of their efforts to design and implement trainings and develop resources, materials, and manuals for prosecutors, victim witness advocates, and criminal justice personnel, as well as disseminate pertinent information such as court decisions, case law summaries, and legal updates.

5(b). Support training for law enforcement personnel in the areas of domestic violence, sexual assault, dating violence, and/or stalking in collaboration with a community-based domestic and/or sexual violence service provider.

5(c). Increase the capacity of prosecution entities to effectively respond to victims of domestic violence, sexual assault, and stalking through specialized trainings, community-wide events, and/or system improvements.

5(d). Enhance the court's ability to handle and respond to domestic violence, sexual assault, dating violence, and stalking cases by implementing both adult and distance learning multi-disciplinary trainings with the judiciary, court, and probation personnel on topics including: proper identification of high-risk cases; recognizing risk factors for both lethality and re-offense; improving abuse prevention order proceedings; the benefits of intimate partner abuse education programs; harassment prevention law; and effective management of sexual violence cases.

5(e). Support training opportunities for victim service agencies to develop survivor leadership and meaningful engagement in shared decision making, cultural responsiveness, integration of social justice issues, policy and use of technology and social media for survivor services, education, and training. Convene specialized staff from marginalized populations for support, professional development, and capacity building.

5(f). Support current, effective, and victim-centered training of sexual assault nurse examiners to enhance forensic nursing within designated SANE sites.

Goals and objectives for reducing domestic violence-related homicides within the state.

Refer to Goal 4, page 17.

B. Priority Areas

1. Narrative about the priorities or goals the state has set regarding how STOP funds will be used.

The priorities set forth in the 2017–2020 Implementation Plan will address the VAWA 2013 statutory program purpose areas as required by the Office on Violence Against Women as

outlined below. **Note:** The Commonwealth of Massachusetts does not plan to address the “Crystal Judson” purpose area.

VAWA 2013 Purpose Areas	Plan Goal	Program/Project Types
Training law enforcement officers, judges, other court personnel, and prosecutors to more effectively identify and respond to violent crimes against women as well as including the crimes of domestic violence, dating violence, sexual assault, and stalking; including the appropriate use of nonimmigrant status under subparagraphs (T) and (U) of section 101(a)(15) of the Immigration and Nationality Act (8 U.S.C. 1101(a)).	Goal 5	Judiciary, court and probation personnel training, law enforcement training, civilian police advocate training, prosecutor training, criminal justice, and victim service advocate trainings.
Developing, training, or expanding units of law enforcement officers, judges, other court personnel, and prosecutors specifically targeting violent crimes against women; including the crimes of domestic violence, dating violence, sexual assault, and stalking.	Goals 1, 4, 5	Employing/maintaining civilian police advocates, domestic violence/sexual assault investigators, specially trained prosecutors, victim witness advocates, sexual assault nurse examiners, and a program coordinator within the Trial Court system.
Developing and implementing more effective police, court, and prosecution policies, protocols, orders, and services specifically devoted to preventing, identifying, and responding to violent crimes against women; including the crimes of domestic violence, dating violence, sexual assault, and stalking, as well as the appropriate treatment of victims.	Goals 1, 4, 5	Judiciary and court personnel trainings, updating/translating of court documents, law enforcement and civilian police advocacy trainings, prosecutor and victim-witness advocate trainings, development of judicial bench books, revision and implementation of the probation intake form to screen for domestic violence, law enforcement training curricula.
Developing, enlarging, or strengthening victim services and legal assistance programs, including domestic violence, dating violence, sexual assault, and stalking programs, developing or improving delivery of victim services to underserved populations, providing specialized domestic violence court advocates in courts where a significant number of protection orders are granted, and increasing reporting and reducing attrition rates for cases involving violent crimes against women, including crimes of domestic violence, dating violence, sexual assault, and stalking.	Goals 1–5	Culturally specific services for limited English proficient populations, crisis and intervention services, education, outreach and training initiatives, legal services, mental health services, individual and group counseling services, court-based civilian advocates, specially trained prosecutors, victim witness advocates, and sexual assault nurse examiners.
Developing, enlarging, or strengthening	Goals 1–5	Culturally specific services for tribal

programs addressing the needs and circumstances of Indian tribes in dealing with violent crimes against women; including the crimes of domestic violence, dating violence, sexual assault, and stalking.		women and youth, crisis and intervention services, education, outreach and training initiatives, legal services, mental health/ substance abuse treatment services, individual and group counseling services.
Training of sexual assault forensic medical personnel examiners in the collection and preservation of evidence, analysis, prevention, and providing expert testimony and treatment of trauma related to sexual assault.	Goals 1, 5	Sexual Assault Nurse Examiner training and forensic services.
Developing, enlarging, or strengthening programs to assist law enforcement, prosecutors, courts, and others to address the needs and circumstances of older and disabled women who are victims of domestic violence, dating violence, sexual assault, or stalking; including recognizing, investigating, and prosecuting instances of such violence or assault and targeting outreach and support, counseling, and other victim services for older and disabled individuals.	Goals 1, 2, 5	Services specific for elder victims, and individuals with disabilities, who are victims of domestic violence, sexual assault and stalking such as crisis and intervention services, education, outreach and training initiatives, legal services, mental health/ substance abuse treatment services and individual and group counseling services.
Providing assistance to victims of domestic violence and sexual assault on immigration matters.	Goals 1–5	Employing and/or maintaining bi-lingual, bi-cultural advocates, legal services, supporting culturally-specific services, education, outreach and training initiatives, court-based civilian advocates, specially trained prosecutors and victim-witness advocates.
Maintaining core victim services and criminal justice initiatives, while supporting complementary new initiatives and emergency services for victims and their families.	Goals 1–5	Domestic and sexual violence advocate positions, legal services, training and education initiatives, technical assistance and capacity building projects, judicial and law enforcement policy development and implementation.
Supporting the placement of special victim assistants in local law enforcement agencies to serve as liaisons between victims of domestic violence, dating violence, sexual assault, and stalking and personnel in local law enforcement agencies in order to improve the enforcement of protection orders.	Goals 1, 5	Civilian police advocacy programs, creation of policies and procedures on responding and development of training to improve enforcement.
Developing, enlarging, or strengthening programs addressing sexual assault	Goals 1, 2, 5	Sexual assault advocate positions, creation of policies and procedures on

against men, women, and youth in correctional and detention settings.		responding and development of training to improve response.
Developing, enlarging, or strengthening programs and projects to provide services and responses targeting male and female victims of domestic violence, dating violence, sexual assault, or stalking, whose ability to access traditional services and responses are affected by their sexual orientation or gender identify, as defined in section 249(c) of title 18, United States Code.	Goals 1, 2, 5	Population specific services provided to GLBTQ victims of domestic violence, sexual assault, dating violence and stalking including telephonic or web-based hotlines, legal advocacy, economic advocacy, emergency and transitional shelter, accompaniment and advocacy through medical, civil or criminal justice, immigration, and social support systems, crisis intervention, short-term individual and group support services, information, and referrals.

2. General description of the types of programs and projects STOP dollars support.

In addition to the types of projects eligible for STOP funding (shown above), the following are brief descriptions of programs currently receiving STOP funds from the EOPSS:

Courts

The VAWA funded Domestic Violence Coordinator within the Executive Office of the Trial Court (EOTC) participates in the development and implementation of trainings for court personnel; including judges, court security, interpreters, clerks, attorneys, and other court staff. In 2016, over 1,100 court employees have been trained on domestic violence related topics, including the dynamics of intimate partner violence, the impact of domestic violence on victims, childhood exposure to domestic violence, risk assessment in domestic violence cases, and bail issues in domestic violence cases. Domestic and sexual violence education has been, and continues to be a priority within the EOTC, as education and awareness are key components to successful domestic violence case management.

Law Enforcement

The Bedford Police Department, along with their contracted community-based agency, the Domestic Violence Services Network, Inc. (DVSN), and their collaborative law enforcement colleagues, work to end domestic violence, dating violence, and stalking with their unique service model. The DVSN collaborative includes the Town of Bedford, Massachusetts (MA), twelve neighboring police departments, Hanscom Air Force Base, the Concord District Court and Emerson Hospital. DVSN advocates follow-up on all reported domestic violence incidents in collaboration with its 13 police departments, including Hanscom Air Force Base, and provide outreach and direct support to victims of domestic violence. These 13 communities comprise more than 170,000 residents in 203 square miles. Additional DVSN programs include support groups, court support, legal assistance, and a high-risk offender monitoring team.

Prosecution

The Massachusetts District Attorneys Association (MDAA), through the Violence Against Women Training and Policy Institute, provides trainings, resource materials and policy development for all of the 11 District Attorney Offices. MDAA offers high quality training, resources and technical assistance to support the prosecution of violence against women cases across the Commonwealth. Annually, MDAA offers more than 20 trainings that are attended by more than 1,000 prosecutors, advocates and both state and local law enforcement officials. MDAA also assists prosecutors, advocates and criminal justice professionals by summarizing and distributing court decisions that are related to domestic violence and sexual assault prosecutions.

The Family Violence/Special Victims Unit of the Norfolk District Attorney's Office provides services to victims of intimate partner violence, sexual assault and stalking. The unit aggressively prosecutes cases with specialized Domestic Violence/Sexual Assault (DV/SA) prosecutors and victim-witness advocates in a collaborative, multidisciplinary approach. The primary goals are to enhance victim safety and decrease incidents of domestic violence and sexual assault through the rigorous prosecution of offenders. The unit is committed to the elimination of domestic violence homicide. DV/SA prosecutors are trained to target high-risk cases and increase offender accountability.

Victim Services

VAWA STOP funds have enabled the Boston Area Rape Crisis Center (BARCC) to develop and launch a survivor-advised, multi-lingual and mobile-friendly survivorape.org website and toll-free Forensic Information & Toxicology Alert line. BARCC's Access to Forensic Information program increases survivors' and service providers' access to accurate forensic information to assist them in making informed decisions and facilitates in the recovery process. BARCC also works with the Massachusetts Department of Correction to provide services, mandated under the Prison Rape Elimination Act, to inmates who allege that they have been the victims of sexual abuse either before or during their incarceration.

The Network/La Red is nationally recognized for best practices in addressing LGBTQ/T partner abuse on a community level. They have provided training and technical assistance across the Commonwealth and the country on LGBTQ/T battering to domestic violence programs, victim service providers, state and federal agency staff, and LGBTQ/T groups and organizations. STOP funds have helped to support the Visibility Campaign, expanding The Network/La Red's capacity to provide outreach, education, and training to improve system and community responses to LGBTQ/T domestic violence.

3. Distribution of Grant Funds.

The EOPSS strictly adheres to the federally mandated formula for allocating STOP funding:

30%	Victim Services (10% awarded to culturally specific community-based organizations)
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25%	Law Enforcement
25%	Prosecution
15%	Discretionary
5%	Courts

4. Required Documentation from Programs/Agencies.

Appendix C provides the required letters of documentation from court, law enforcement, prosecution, and victim services programs.

5. Sexual Assault Set-Aside.

The EOPSS plans to meet the 20% set aside for programs that meaningfully address sexual assault. This set-aside will ensure that the funds are distributed from two or more allocations (courts, discretionary, law enforcement, prosecution, and victim services). The EOPSS will meet this requirement through continued support of the Sexual Assault Nurse Examiner (SANE) Program which provides expert forensic nursing services to sexual assault patients, and various victim service providers throughout the Commonwealth.

C. Grant-making Strategy

The EOPSS released a competitive grant opportunity in May 2014 resulting in 41 programs receiving funds across the five allocation areas (courts, discretionary, law enforcement, prosecution and victim services). The EOPSS intends to release a new competitive grant opportunity in May 2017. The EOPSS VAWA team will sponsor regional informational sessions prior to the release of this opportunity in an effort to inform existing grantees and interested organizations about the STOP program.

These sessions will provide an opportunity for organizations to become better acquainted with: (1) the VAWA STOP Grant Program financial and programmatic requirements; (2) currently funded initiatives in each region; (3) the competitive application process; and the ability to obtain technical assistance from the VAWA team. The forums will be held in four locations, and solicit interest from organizations providing services in both rural and urban parts of the Commonwealth. Resources on how to develop a strong grant application, identifying research and promising practices, and links to grant writing workshops will also be made available to all who attend.

This competitive opportunity will be posted publicly and made available to a number of list-serves that include state agencies, culturally specific community-based organizations, local domestic violence and sexual assault service providers, law enforcement, judiciary, district attorneys' offices, county sheriff, and other criminal justice organizations. Additionally, the EOPSS will solicit the assistance of key stakeholders and professional networks such as the Massachusetts Chiefs of Police Association, Massachusetts Sheriff's Association, Jane Doe Inc., Massachusetts District Attorneys Association, and others in promoting this opportunity within their respective disciplines in an effort to reach as many organizations and systems as possible serving victims of domestic violence, sexual assault, dating violence, and stalking.

1. A description of how the state will address the needs of sexual assault victims, domestic violence victims, dating violence victims, and stalking victims, as well as how the state will hold offenders accountable.

The goal of the Implementation Plan is to strengthen the Commonwealth's ability to respond to sexual assault, domestic violence, dating violence, and stalking, and related homicides by: (1) evaluating and improving assessment, planning, coordination and program implementation efforts that address sexual assault, domestic violence, dating violence, and stalking; (2) assisting communities in their ability to respond effectively and efficiently to the needs of victims; and (3) fostering collaboration on all levels of policy planning and protocol development designed to keep victims safe and hold perpetrators accountable throughout the state of Massachusetts.

The Commonwealth will continue to promote collaboration and a multidisciplinary response to violence against women and holding perpetrators accountable by supporting the work of the VAWA Advisory Committee and other statewide efforts. The VAWA Advisory Committee will meet annually to oversee the implementation of the STOP Implementation Plan goals and objectives. While the Implementation Plan may be in its final form in 2018, the VAWA team and VAWA Advisory Committee are cognizant of the fact of the ever changing needs of victims, and are prepared to ensure that the diverse population of the state is represented throughout the implementation of this plan.

2. A description of how the state will give priority to areas of varying geographic size with the greatest showing of need based on the availability of existing domestic violence, dating violence, sexual assault and stalking programs.

The EOPSS via a peer review process will take into account the following criteria in distributing funds across the various geographic locations within the Commonwealth:

- State and local domestic violence and sexual crime data (where available);
- Size of the target population to be served;
- Demographics of the target population;
- Geographic area served by the applicant (rural or urban; which may also include taking into account the ratio of the region's population, crime data and funding resources currently allotted to the region);
- Number of victim services programs within the catchment area to be served;
- Existence of similar services within the caption area to be served;
- Distribution of other domestic violence and sexual assault related state and federal funded services in proposed region; and
- Amount requested and availability of funds within each category.

3. A description of how the state will determine the amount of sub-grants based on the population and geographic area to be served.

Refer to question (1) above.

4. A description of how the state will equitably distribute monies on a geographic basis including nonurban and rural areas of various geographic size.

Refer to question (1) above.

5. A description of methods to be used for solicitation/review of proposals and selection of sub-grant projects and for which sectors these methods apply.

Proposals will be evaluated based on how the applicant meets the following criteria:

- Demonstrated proven need for proposed services;
- Size of target population and/or region to be served;
- Demographic characteristics of the target population to be served (if available);
- Capacity of applicant to implement proposed program;
- Soundness of proposed initiative;
- History of providing effective services to victims of domestic violence, sexual assault, dating violence, and stalking;
- Number of domestic violence/sexual assault incidents/victims responded to or served within a one year period; and
- Coordination of services and collaboration with key partners within the community.

Proposals will be assessed based on eligibility requirements, purpose areas and qualifications required by the category of funding (e.g., courts, discretionary, law enforcement, prosecution, and victim services). Subject matter experts in the areas of domestic violence, sexual assault, dating violence, and stalking as well as within the criminal justice system will be recruited to review and score each proposal.

6. A timeline for the STOP grant cycle.

Estimated Timeline	Proposed Milestones
October 1, 2016 – September 30, 2017	Distributed VAWA STOP FFY16 Grant funds to sub-grantees for a third and final year of funding.
March – April 2017	Conduct four Informational Sessions across the Commonwealth to provide interested parties with an opportunity to learn more about the VAWA STOP Grant Program.
June 2017	Release new competitive grant opportunity for law enforcement, prosecution, court, state agencies and victim service organizations that work with victims of domestic violence, sexual assault, dating violence and stalking.
August – October 2017	Accept proposals. Facilitate review teams to score proposals. Submit award recommendations to Secretary of Public Safety and Security and Governor’s Office. Announce awards in October 2017.
November/December 2017	Finalize contracts for January 1, 2018 start date.

7. Whether STOP subgrant projects will be funded on a multiple or single-year basis.

Per OVW's decision for Implementation Plans to now encompass four years, FFY17 applicants securing a VAWA STOP grant award from the EOPSS will now be eligible for three additional years of continuation funding, resulting in up to four years of funding for sub-recipients. After year one funding, sub-grantees will be required to annually submit a continuation application for funding. Funding over the four-year contract period will be based on a sub-grantees' adherence to the project's goals and objectives, federal and state financial and reporting requirements, as well as availability of federal funds.

8. A description of how the state will ensure that any sub-grantees will consult with victim service providers during the course of developing their grant applications in order to ensure that the proposed activities are designed to promote the safety, confidentiality, and economic independence of victims.

Court, Law Enforcement, and Prosecution based applications are required to consult with victim service providers during the course of developing their grant applications in order to ensure that the proposed activities are designed to promote the safety, confidentiality, and economic independence of victims. Applicants must submit to the EOPSS the appropriate certification that ensures consultation with a victim service provider in the development and implementation of an application to be eligible for funding.

D. Addressing the Needs of Underserved Victims

To identify key service gaps and create a strategic plan to address these gaps, numerous resources were evaluated to provide the foundation for this Implementation Plan. Primary resources can be found on page 3, and are cited throughout this report. As mentioned, these resources included assessments and reports published by numerous agencies. The state analyzed findings from these reports to further identify underserved and/or marginalized populations, and how to better respond to their unique needs.

1. Description of how the state will recognize and address the needs of underserved populations as defined by the Violence Against Women Act (VAWA) 2013.

The EOPSS will continue to structure its competitive grant application in a manner that ensures it will receive proposals from qualified organizations that address the needs of underserved populations. The underserved populations, for purposes of the STOP Grant Program continue to be identified in consultation with leaders, and subject matter experts within the court, law enforcement, prosecution, and victim service systems, and in systematic review of the data on demographics, and sexual and domestic violence.

The data outlined in Section III: Needs and Context, represents a sampling of large representative studies and does not reflect all of the populations that may experience inequities. With that said, the underserved and/or marginalized populations the EOPSS looks to identify as a

‘priority’ are the following: (1) individuals with disabilities; (2) Black women; (3) immigrants; and (4) LGBTQ/T individuals.

The types of projects to be funded may include bi-lingual, bi-cultural advocacy services, hotline and crisis intervention, legal services, civil and legal advocacy, support groups, mental health counseling, training, education, outreach and collaborative projects in coordination with traditional partners such as law enforcement, intimate partner abuse education programs, medical institutions, and non-traditional organizations including faith based organizations, and council on aging groups. All organizations funded within this category will be required to demonstrate their capacity and proficiency in developing programs that improve service delivery to the underserved populations identified above.

Throughout the lifetime of the Implementation Plan, the VAWA team will connect with underserved populations, specifically Black women and LGBTQ/T populations, via surveys, focus groups, and community meetings to ensure that this Plan continues to improve the systems supported by this funding to integrate a victim-centered and culturally sensitive approach to address domestic violence, sexual assault, dating violence, and stalking throughout the Commonwealth.

Finally, it is the hopes of the VAWA team that the results gleaned from the various forms of outreach will help to inform a revised scoring process, to give potential preference to underserved agencies and their relevant populations.

2. Specifics on how the state plans to meet the set aside for culturally specific community-based organizations.

To successfully fulfill the VAWA 2013 10% set-aside funding mandate for culturally specific community-based organizations, the EOPSS will continue to work closely with the Massachusetts Department of Public Health Division of Sexual and Domestic Violence Prevention and Survivor Services, Jane Doe Inc. and other stakeholders to ensure the unique needs of our culturally specific communities, and culturally specific organizations, are being served.

3. A description of how the state will ensure that monies set aside to fund culturally specific services and activities for underserved populations are distributed equitably among those populations.

The EOPSS will ensure that monies set aside to fund culturally specific services and activities for underserved populations are distributed equitably among those populations by prioritizing areas of varying geographic size with the greatest showing of need based on the availability of existing domestic violence, sexual assault, dating violence, and stalking programs, in addition to crime data and population demographics based on Census, American Community Survey, BRFSS, NSVIS, BJS, and other data,.

(Please refer to Section C: Question 1 for additional information)

4. Specific information as to which sub-grantees meet the required 10% set aside for culturally specific organizations within the victim services allocation (if known).

The following sub-grantees are culturally specific organizations providing specific services to underserved populations within their community. **Appendix D** provides a complete breakdown of the FFY16 awardees, their award amounts, populations served, project names, and a brief program summary.

Community Legal Aid, Inc. (non-profit)

Location: Worcester, MA

Service Area: Worcester, Hampden, Hampshire, Franklin and Berkshire Counties

Funding: \$91,100.00

Population Served: Immigrants and Refugees

Community Legal Services and Counseling Center (non-profit)

Location: Cambridge, MA

Service Area: Middlesex County

Funding: \$58,500.00

Population Served: Immigrants and persons with limited English proficiency

Jewish Family & Children's Services (non-profit)

Location: Waltham, MA

Service Area: Middlesex, Norfolk & Suffolk Counties

Funding: \$34,248.90

Population Served: Russian

Massachusetts Alliance of Portuguese Speakers (non-profit)

Location: Cambridge, MA

Service Area: Middlesex and Suffolk Counties

Funding: \$50,800.00

Population Served: Cape Verdean Creole and Portuguese

Refugee and Immigrant Assistance Center (non-profit)

Location: Boston, MA

Service Area: Middlesex and Suffolk Counties

Funding: \$54,500.00

Population Served: Arabic, Muslim-African, and Somali

Safe Passage, Inc. (non-profit)

Location: Northampton, MA

Service Area: Hampshire, Hampden & Franklin Counties

Funding: \$133,216.93

Population Served: Immigrants and Latinx

E. Sub-grantee Management, Monitoring, and Assessment

All sub-grantees funded by the EOPSS are subject to monitoring by the VAWA grants team. Sub-grantees will be required to perform the activities below throughout the four-year contract period. For example:

- All sub-grantees will be required to submit quarterly progress and financial reports as well as an annual progress report to reflect the services and number of victims served;
- Internally, the VAWA team will conduct a risk assessment of sub-recipients to monitor for programmatic and financial compliance;
- Staff will conduct a site visit and/or desk review on funded recipients to closely monitor the sub-grantee's progress in meeting their goals and objectives, and address areas of need or concern in respect to the VAWA STOP funded initiative, and grant adherence;
- Sub-grantees will submit an annual application and request for funding through a non-competitive process in Years 2, 3, and 4. This will include demonstration of project progress and how proposed initiatives will build upon previous accomplishments. Resources on how to develop and maintain performance measures are provided to help programs monitor their project's success. Further resources and guidance regarding programmatic evaluation is provided at the annual Technical Assistance Workshop referred to below; and
- All sub-grantees will participate in an annual Technical Assistance Workshop which provides an opportunity for all VAWA STOP Grant funded programs to network, exchange best practices, identify issues and concerns, and discuss possible solutions. The first workshop will be held in April 2017.

V. Conclusion

The 2017–2020 Implementation Plan aims to address and improve services for domestic violence, sexual assault, dating violence, and stalking victims across the Commonwealth. The key focus for this plan will be to build upon the existing infrastructure created since the inception of the VAWA STOP programming, while allowing for new initiatives that address gaps and emerging needs.

This plan will serve as a tool for the EOPSS, advisors to the VAWA STOP Grant Program, and many other organizations committed to utilizing the OVW grant funds to serve victims. The ultimate goal of this plan is to continue to improve the systems supported by this funding to integrate a victim-centered and culturally sensitive approach to address domestic violence, sexual assault, dating violence, and stalking in the Commonwealth of Massachusetts.

Appendix A: Advisors to the Massachusetts 2017 Implementation Plan

State Administering Agency:

Michael Bishop, STOP Administrator
Executive Office of Public Safety & Security
Ten Park Plaza, Suite 3720
Boston, MA 02116

Alegh Jerome, STOP Administrator
Executive Office of Public Safety & Security
Ten Park Plaza, Suite 3720
Boston, MA 02116

Kevin Stanton, Deputy Executive Director
Office of Grants and Research
Executive Office of Public Safety & Security
Ten Park Plaza, Suite 3720
Boston, MA 02116

Courts:

Anna F. Evans, Domestic Violence
Coordinator
Judicial Institute
Executive Office of the Trial Court
Three Center Plaza, Suite 700
Boston, MA 02108

Dual Domestic/Sexual Violence Coalition:
Maureen Gallagher, Policy Director
Jane Doe Inc.
14 Beacon Street, Suite 507
Boston, MA 02108

Law Enforcement:

Mark W. Dubois, Chief of Police
Maynard Police Department
197 Main Street
Maynard, MA 01754

Other:

Tammy Mello, Executive Director
Governor's Council to Address Sexual
Assault and Domestic Violence
Massachusetts State House, Room 272
Boston, MA 02133

Population Specific:

Nancy A. Alterio, Executive Director
Disabled Persons Protection Commission
300 Granite Street
Braintree, MA 02184

Christina A. Bain, Director
Initiative on Human Trafficking and Modern
Slavery
Babson College
231 Forest Street
Wellesley, MA 02457

Peg Crowe, Director
Teen Services
YWCA Malden
54 Washington Street
Malden, MA 02148

Susan K. Hubert, Director
Domestic Violence Unit
Massachusetts Department of Children and
Families
600 Washington Street, 6th Floor
Boston, MA 02111

Crystal Jackson, Director
Domestic Violence Unit
Department of Transitional Assistance
600 Washington Street, 5th Floor
Boston, MA 02111

Sabrina Santiago, Co-Executive Director
The Network/La Red
PO Box 6011
Boston, MA 02114

Prosecution:

Jennifer Franco, Legal Counsel
Massachusetts District Attorneys
Association
One Bullfinch Place
Boston, MA 02114

Tribal:

Judi Urquhart, Director
Planning and Development
Mashpee Wampanoag Tribe
483 Great Neck Road South
Mashpee, MA 02649

Victim Services:

Jacquelin Apsler, Executive Director
Domestic Violence Services Network, Inc.
PO Box 536
Concord, MA 01742

Liam T. Lowney, Executive Director
Massachusetts Office for Victim Assistance
One Ashburton Place, Suite 1101
Boston, MA 02108

Carlene Pavlos, Director
Bureau of Community Health and
Prevention
Massachusetts Department of Public Health,
5th Floor
250 Washington Street
Boston, MA 02108

Gina Scaramella, Executive Director
Boston Area Rape Crisis Center
99 Bishop Allen Drive
Cambridge, MA 02139